

Message Text

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FM USMISSION NATO
TO SECSTATE WASHDC IMMEDIATE 4482
SECDEF WASHDC IMMEDIATE
INFO USDEL MBFR VIENNA IMMEDIATE
AMEMBASSY BONN
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GENEVA FOR SEABED DEL - SLOSS

E.O.11652: GDS
TAGS: PARM, NATO
SUBJECT: MBFR: DATA DISAGGREGATION: SPC MEETING JUNE 27

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BEGIN SUMMARY: AT JUNE 27 SPC MEETING, AMBASSADOR RUTH
PRESENTED THE NEW FRG PROPOSAL FOR NAC GUIDANCE TO THE AHG
ON THE DATA DISCUSSION. FRG CIRCULATED A TEXT OF DRAFT
GUIDANCE, WHICH INCORPORATED FRG POINTS INTO THE PREVIOUS
VERSION OF DRAFT GUIDANCE. RUTH MADE CLEAR THAT ONLY
GROUND FORCE PERSONNEL IN INTERNATIONAL STAFFS IN THE NGA
WOULD NOT BE DISAGGREGATED BY NATIONALITY, A FIGURE HE
ESTIMATED AT 6,000. THE WEST WOULD PROPOSE ALL ELEMENTS
OF THE DATA DISCUSSION AT THE OUTSET, BUT THE DATA EXCHANGE
WOULD PROCEED ON A STEP BY STEP BASIS, FROM MAJOR UNITS,
TO DIVISIONAL DATA, TO DATA ON "OTHER PERSONNEL." FRG
REMAINS OPPOSED TO A SIMULTANEOUS EXCHANGE OF GROUND AND
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AIR DATA EVEN IF EAST INSISTS. IN THE COURSE OF THE MEET-
ING HE AGREED THAT IF THE EAST REJECTED THE STEP ON DIVI-
SIONAL DATA, THE AHG COULD PROCEED TO THE NEXT STEP, BUT
THIS WAS THE ONLY STEP WHICH COULD BE SKIPPED. HE ALSO
STRESSED THE IMPORTANCE OF THE NAC AUTHORIZING THE AHG TO
USE WITH THE EAST THE INTERNAL ALLIED POSITION "REJECTING"
NATIONAL REDUCTION COMMITMENTS, IF NECESSARY. END SUMMARY.

1. FRG REP (AMBASSADOR RUTH) INTRODUCED THE NEW FRG PROPOSAL ON CONTINUING THE DATA DISCUSSION WITH THE EAST. THE FRG HAD SOUGHT AN APPROACH WHICH WOULD BE RELEVANT TO THE DATA DISCUSSION, WHICH WOULD BE NEUTRAL, I.E., NOT LEADING EITHER SIDE TO ACCEPT THE OTHER SIDE'S CONCEPT, AND WHICH WOULD BE NON-PREJUDICIAL TO THE ALLIED POSITION. THE FRG HAD CAREFULLY EXAMINED THE VIEWS OF THE OTHER ALLIES THAT THE FIGURE OF "OTHER PERSONNEL" NOT INCLUDED IN MAJOR UNITS SHOULD BE SUB-DIVIDED BY NATIONALITY.

2. HE EXPLAINED THAT THE FRG WAS NOW WILLING TO DISAGGREGATE "OTHER PERSONNEL" BY NATIONALITY EXCEPT FOR GROUND FORCE PERSONNEL IN INTERNATIONAL STAFFS IN THE NGA. HIS ESTIMATE WAS THAT THIS AMOUNTED TO A FIGURE OF 6,000. (COMMENT: SINCE THE FRG DID NOT PROPOSE A SEPARATE CATEGORY FOR AIR FORCE PERSONNEL IN INTERNATIONAL STAFFS, OUR ASSUMPTION IS THAT SUCH PERSONNEL WOULD BE INCLUDED IN THE FIGURE FOR EACH NATIONALITY UNDER "OTHER PERSONNEL." HOWEVER, RUTH DID NOT EXPLICITLY ADDRESS THIS POINT. END COMMENT.)

3. HE STRESSED THAT THIS APPROACH DID NOT TOTALLY ELIMINATE RISKS TO THE PRINCIPLE OF COLLECTIVITY. THESE RISKS CAN BE ELIMINATED IF THE FOLLOWING POINTS ARE KEPT IN MIND. FIRST, THE ALLIES SHOULD REJECT ANY NATIONAL GLOBAL SECRET

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FIGURES WHICH THE EAST PRODUCES BY ADDITION. HOWEVER, THIS DOES NOT HAVE TO BE PART OF THE OVERALL NAC GUIDANCE, BUT CAN BE DISCUSSED SEPARATELY. (COMMENT: THIS ISSUE DOES NOT FIGURE IN THE FRG DRAFT GUIDANCE. END COMMENT.) SECOND, ALTHOUGH THE WEST WOULD PRESENT ITS APPROACH TO THE OTHER SIDE IN TOTO, THE ACTUAL DISAGGREGATION OF DATA WOULD PROCEED ON A STEP BY STEP BASIS, SO THAT BEFORE GOING TO "OTHER PERSONNEL" THE EAST WILL HAVE SHOWN ITSELF READY TO ENTER INTO THE DISCUSSION. THIRD, THE AHG SHOULD BE ABLE TO MAKE CLEAR THE ALLIED POSITION ON PHASE II REDUCTION COMMITMENTS IF NECESSARY.

4. FRG DELEGATION THEN CIRCULATED A TEXT OF DRAFT GUIDANCE, WHICH FITS ELEMENTS OF THE NEW FRG PROPOSAL INTO THE PREVIOUS VERSION OF THE DRAFT GUIDANCE (SEE SEPTTEL FOR TEXT OF FRG DRAFT GUIDANCE). RUTH EXPLAINED THAT ALTHOUGH PARAGRAPH 1D OF THE FRG DRAFT ELIMINATED THE WORD NATIONAL WITH RESPECT TO MAJOR UNITS, THE PHRASE "OFFICIAL DESIGNATION" INCLUDES NATIONALITY, FOR EXAMPLE, FIRST (GE) CORPS. HE ALSO EXPLAINED THAT IN FIRST SENTENCE OF FINAL TIC OF PARAGRAPH 3, THE PHRASE "REDUCTION MODALITIES" REFERRED TO THE QUESTION OF UNIT REDUCTIONS VERSUS THINNING OUT.

5. UK REP (HOLMER) WELCOMED THE FRG PROPOSAL. HE NOTED THAT THE FRG TEXT NOW MADE IT A REQUIREMENT THAT THE AHG PROPOSE AN EXCHANGE OF DIVISIONAL DATA AT THE OUTSET, AND THAT THIS EXCHANGE WOULD HAVE TO TAKE PLACE BEFORE THE EXCHANGE OF DATA ON "OTHER PERSONNEL" NOT INCLUDED IN MAJOR UNITS. HE REVIEWED THE UK POSITION THAT REQUIRING DIVISIONAL DATA AT THE OUTSET COULD MAKE IT LESS LIKELY THAT THE EAST WILL ACCEPT ANY FURTHER EXCHANGE OF DATA.

6. US REP (MOORE) ALSO WELCOMED THE FRG PROPOSAL. THE US

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FM USMISSION NATO

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AUTHORITIES WOULD, OF COURSE, STUDY IT CAREFULLY. HE NOTED THAT THE NEW FRG PROPOSAL REDUCED SIGNIFICANTLY THE NUMBER OF PERSONNEL WHICH WOULD NOT BE BROKEN DOWN BY NATIONALITY. HOWEVER, THERE WOULD STILL BE SEVERAL THOUSAND PERSONNEL WHICH WOULD NOT BE SUB-DIVIDED BY NATIONALITY. THUS IT IS ALREADY BY NO MEANS CERTAIN THAT THE EAST WOULD ACCEPT THIS PROPOSAL AND TABLE THE ADDITIONAL DATA WHICH THE WEST NEEDS TO PURSUE THE DATA DISCUSSION, IN DEFENSE OF WESTERN POSITIONS ON THE COMMON CEILING AND ON ASYMMETRICAL REDUCTIONS. IF THE ALLIES DECIDED TO PUT FORWARD A PROPOSAL WITH A COLLECTIVE INTERNATIONAL STAFFS CATEGORY, IT WOULD SEEM IMPORTANT NOT TO ADD ELEMENTS WHICH WOULD REDUCE FURTHER THE ACCEPTABILITY OF THE PROPOSAL TO THE EAST. THUS, HE SUPPORTED THE UK REP

THAT THE AHG SHOULD NOT BE REQUIRED TO PROPOSE AT THE OUT-
SET AN EXCHANGE OF DIVISIONAL DATA, AS AN EARLY STEP. HE
ALSO QUESTIONED THE WISDOM OF PROPOSING TO THE EAST THAT
THE EXCHANGE OF DATA ON "OTHER PERSONNEL" WOULD ONLY TAKE
PLACE AS THE FINAL STEP IN THE DISCUSSION OF GROUND MAN-
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POWER. THE EAST COULD CONSIDER THIS AS DELAYING INDEFIN-
ITELY THE TIME WHEN THEY WOULD HAVE MOST OF THE NATIONAL
DATA WHICH THEY HAD SOUGHT IN THEIR OWN PROPOSAL. ON AIR
MANPOWER, HE NOTED THAT RUTH HAD SAID THAT THE WESTERN
PROPOSAL SHOULD BE NEUTRAL; HOWEVER, THE EAST MIGHT WELL
INSIST THAT IT WAS NOT NEUTRAL TO DISCUSS GROUND MANPOWER
IN ADVANCE OF AIR MANPOWER, AND THAT THE TWO SHOULD BE
DONE SIMULTANEOUSLY. FINALLY, US REP REVIEWED US POSITION
ON PHASE II REDUCTION COMMITMENTS.

7. RUTH NOTED THE REMARKS OF UK AND US REPS ABOUT REQUIR-
ING THE AHG TO PROPOSE AN EXCHANGE OF DIVISIONAL DATA AT
THE OUTSET, AS AN EARLY STEP IN THE DATA EXCHANGE. HE
SAID THAT HE SAW NO HARM IN PROPOSING THIS TO THE OTHER
SIDE. NO ONE COULD PREDICT WHETHER THEY WOULD ACCEPT.
IF THEY DID NOT ACCEPT, THE WEST WOULD GAIN A TACTICAL
POINT. HE AGREED THAT IF THE EAST DID NOT ACCEPT, THE
AHG COULD DROP THIS STEP, AND PROCEED TO THE NEXT STEP,
I.E., AN EXCHANGE ON "OTHER PERSONNEL." (COMMENT: RUTH
LATER SAID IN A PRIVATE CONVERSATION WITH US REP THAT THIS
WAS THE ONLY STEP WHICH THE FRG COULD AGREE TO DROP IF THE
EAST RESISTED. END COMMENT.)

8. RUTH SAID THAT IN CONSIDERING THE QUESTION OF ACCEPT-
ABILITY TO THE OTHER SIDE, WE SHOULD NOT CONSIDER THAT THE
WESTERN PRESENTATION HAS TO GIVE THE EAST THE OPPORTUNITY
TO DERIVE NATIONAL SUB-TOTALS. IN FACT, WE SHOULD NOT
MAKE A PROPOSAL WITH THE INTENT THAT THE EAST CAN DERIVE
THE SUB-TOTALS INDIRECTLY. THIS IS NOT THE PURPOSE OF THE
DATA DISCUSSION. THE PURPOSE OF THE DATA DISCUSSION IS TO
UNCOVER DATA DISCREPANCIES. THE FRG PROPOSAL WOULD SERVE
THIS PURPOSE.

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9. RUTH SAID, RE AIR MANPOWER, THAT THE TWO SIDES NEED
TO PROCEED ON A STEP BY STEP BASIS, AND IT WOULD BE CLEAR
TO THE OTHER SIDE AT THE OUTSET THAT AT THE END OF THE
DISCUSSION ALL DATA WILL BE DISCUSSED. HE WOULD BE VERY

SURPRISED IF THE EAST DID NOT UNDERSTAND THE NEED FOR SUCH AN APPROACH.

10. RUTH SAID THAT ON PHASE II REDUCTION COMMITMENTS HE HOPED THE ALLIES WOULD VERY MUCH TAKE INTO CONSIDERATION THE IMPORTANCE OF THIS ISSUE TO THE FRG. IF A RISK ARISES, IT WOULD BE IMPORTANT THAT THE AHG BE ABLE TO USE THE WESTERN POSITION WITH THE OTHER SIDE, AND IF NECESSARY, WITH THE PUBLIC. HE SAID THERE MAY BE ROOM FOR IMPROVING THE LANGUAGE.

11. RUTH SAID HE HOPED IT WOULD BE POSSIBLE TO HAVE NAC GUIDANCE FOR THE AHG TO USE BEFORE THE END OF THE ROUND.

12. NEXT SPC MEETING WILL BE THURSDAY MORNING, JUNE 30.

13. FOLLOWING THE MEETING, RUTH DISCUSSED THE DATA GUIDANCE PRIVATELY WITH US REP. RUTH STRESSED THE IMPORTANCE TO THE FRG OF RELEASING THE INTERNAL ALLIED POSITION ON PHASE II REDUCTION COMMITMENTS TO THE AHG FOR USE WITH THE EAST "IF NECESSARY." HE COULD NOT UNDERSTAND WHY WHAT THE NAC HAS ALREADY AGREED ON THIS SUBJECT COULD NOT BE SENT TO THE AHG FOR USE IF NECESSARY. WE REPLIED THAT THE COUNCIL HAD CONSIDERED ALL ELEMENTS OF THE OPTION III POSITION PAPER OF SUCH POLICY IMPORTANCE THAT IT HAD DECIDED THAT IT MUST SPECIFICALLY RELEASE EACH ITEM TO THE AHG AT THE APPROPRIATE TIME. THIS DECISION APPLIED NOT JUST TO PHASE II REDUCTION COMMITMENTS. WE ALSO NOTED THAT ALL ALLIES, INCLUDING THE FRG, SEEM TO AGREE THAT IT

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WAS NOT NECESSARY TO USE THIS POSITION AT THIS TIME. RUTH SAID THAT HE ANTICIPATED THAT IT COULD BE NECESSARY TO USE THIS POSITION WITH THE EAST VERY SOON. WHAT HE MEANT BY USE WITH THE EAST "IF NECESSARY" WAS "IF THE EAST ASKS THE QUESTION." IT MAY BE NECESSARY TO USE THE POSITION SOON BECAUSE THE EAST MAY SEEK TO USE THE TABLING OF WESTERN NATIONAL DATA AS A MEANS OF PRESSING FOR PHASE II REDUCTION COMMITMENTS BY THE NON-US ALLIES. WE OBSERVED THAT THE DISCLAIMER LANGUAGE SHOULD COVER THIS CONCERN, AND IN ANY EVENT THE FRG PROPOSAL WOULD NOT PERMIT THE EAST TO CALCULATE NATIONAL SUB-TOTALS. RUTH ASKED WHAT WAS SO WRONG WITH TELLING THE EAST THAT THE WEST "REJECTS" NATIONAL REDUCTION COMMITMENTS. WE REPLIED THAT THE AHG, OF COURSE, HAS BEEN SUCCESSFULLY RESISTING EASTERN EFFORTS TO OBTAIN NATIONAL REDUCTION COMMITMENTS, E.G., AT THE APRIL 6 PLENARY SESSION. HOWEVER, TO "REJECT" NATIONAL REDUCTION COMMITMENTS WOULD BE A NEW STEP, WHICH WOULD LEAD THE EAST TO FOCUS EVEN MORE ON THIS ISSUE, AND LESS ON THE DATA DISCUSSION WHICH WE NEED TO ADVANCE

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THE COMMON COLLECTIVE CEILING AND OTHER WESTERN POSITIONS. RUTH SAID THAT WE COULD THEN FIND A WORD OTHER THAN "REJECT," SUCH AS "REFUSE TO ACCEPT." RUTH ALSO SAID THAT THE US IS MISTAKEN IF IT HOPES TO AVOID FORECLOSING THE POSSIBILITY OF EVENTUALLY HAVING NATIONAL REDUCTION COMMITMENTS. SUCH COMMITMENTS ARE UNACCEPTABLE TO THE FRG.

14. MISSION COMMENTS FOLLOW SEPTTEL.

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